Introduced by Senators Wright and Emmerson

February 17, 2011

An act to amend Sections 5956, 5956.1, 5956.2, 5956.3, 5956.4, 5956.5, 5956.6, 5956.7, 5956.8, 5956.9, and 5956.10 of, and to add Sections 5956.11, 5956.12, and 5956.13 to, the Government Code, relating to infrastructure financing.

LEGISLATIVE COUNSEL'S DIGEST

SB 475, as introduced, Wright. Infrastructure financing.

Existing law authorizes a governmental agency, as defined, to solicit proposals and enter into agreements with private entities for the design, construction, or reconstruction by, and lease to, private entities, for specified types of fee-producing infrastructure projects. Existing law permits these agreements to provide for infrastructure facilities owned by a governmental entity, but constructed by a private entity, to be leased to or owned by that private entity for a period of up to 35 years.

This bill would authorize a local governmental agency to enter into an agreement with a private entity for financing for specified types of revenue-generating infrastructure projects. The bill would require an agreement entered into under these provisions to include adequate financial resources to perform the agreement, and would permit the agreements to lease or license to, or provide other permitted uses by, the private entity for a term of up to 50 years, after which time the project would revert to the governmental agency. This bill would also require an unspecified entity to advise and educate local agencies and other interested stakeholders about the role that public-private partnerships can undertake in planning, studying, designing, financing, constructing, operating, maintaining, or managing local infrastructure projects.

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Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: no.

The people of the State of California do enact as follows:

1 SECTION 1. Section 5956 of the Government Code is amended 2 to read:

5956. Local governmental agencies have experienced a significant decrease in available tax revenues to fund necessary infrastructure improvements. If local governmental agencies are going to maintain the quality of life that this infrastructure provides, they must find new funding sources. One source of new money is private sector investment capital utilized to design, construct, maintain, rebuild, repair, and operate infrastructure facilities. Unless private sector investment capital becomes available to study, plan, design, construct, develop, finance, maintain, rebuild, improve, repair, or operate, or any combination thereof, fee-producing infrastructure facilities, some local governmental agencies will be unable to replace deteriorating infrastructure. One source of new money is private sector financing utilized to study, plan, design, develop, finance, construct, maintain, improve, rebuild, repair, operate, or any combination thereof, infrastructure facilities. Infrastructure projects may be financed by a combination of public funding and private sector financing under this chapter. Private sector financing for an infrastructure project under this chapter may include, but is not limited to, cash, cash equivalents, loans, debt assumption, letters of credit, capital investment, in-kind contributions of materials or equipment, construction or equipment financing, carrying of costs during construction, or any combination thereof. Unless private sector financing becomes available to study, plan, design, develop, finance, construct, maintain, improve, rebuild, repair, or any combination thereof, fee-producing infrastructure facilities, some local governmental agencies will be unable to replace deteriorating infrastructure. Further, some local governmental agencies will be unable to expand and build new infrastructure facilities to serve the an increasing population.

SEC. 2. Section 5956.1 of the Government Code is amended to read:

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5956.1. It is the intent of the Legislature that local governmental 2 agencies have the authority and flexibility to utilize private 3 investment capital sector financing or public financing, and any 4 combination of these financing sources, to study, plan, design, 5 construct, develop, finance, maintain, rebuild, improve, repair, or 6 operate, or any combination thereof, fee-producing infrastructure facilities. Without the ability to utilize private sector investment 8 eapital these sources of financing to study, plan, design, construct, develop, finance, maintain, rebuild, improve, repair, or operate, 10 or any combination thereof, fee-producing infrastructure facilities, the Legislature finds that some local governmental agencies will 12 not be able to adequately, competently, or satisfactorily retrofit, 13 reconstruct, repair, or replace existing infrastructure and will not 14 be able to adequately, competently, or satisfactorily design and construct new infrastructure.

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- SEC. 3. Section 5956.2 of the Government Code is amended to read:
- 5956.2. It is the intent of the Legislature that this chapter be construed as creating a new and independent authority for local governmental agencies to utilize private sector investment capital financing or public financing, and any combination of these financing sources, to study, plan, design, construct, develop, finance, maintain, rebuild, improve, repair, or operate, or any combination thereof, fee-producing infrastructure facilities. To that end, this authority is intended to supplement and be independent of any existing authority and does not limit, replace, or detract from existing authority. This chapter may be used by local governmental entities when they deem it appropriate in the exercise of their discretion. It is the intent of the Legislature that this act create no new governmental entities.
- 31 SEC. 4. Section 5956.3 of the Government Code is amended 32 to read:
 - 5956.3. (a) For purposes of this chapter, "governmental agency" the following definitions shall apply:
 - (a) "Fee-producing infrastructure project" or "fee-producing infrastructure facility" means the operation of the infrastructure project or facility will be paid for, in whole or in part, by the persons or entities benefited by or utilizing the project or facility.
 - (b) "Governmental agency" includes a city, county, city and county, including a chartered charter city or county, school district,

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community college district, public district, county board of education, joint powers authority, transportation commission or 3 authority, or any other public or municipal corporation.

- (b) For purposes of this chapter, "private
- (c) "Private entity" includes a person, business entity, combination of persons and business entities, or a combination of business entities.
- 8 (c) For purposes of this chapter, "fee-producing infrastructure project" or "fee-producing infrastructure facility" means the 10 operation of the infrastructure project or facility will be paid for by the persons or entities benefited by or utilizing the project or 12 facility.
- 13 SEC. 5. Section 5956.4 of the Government Code is amended 14 to read:
- 15 5956.4. A governmental agency may solicit proposals and enter 16 into agreements with private entities for the design, construction, 17 or reconstruction by, and may lease to, private entities as 18 authorized under this chapter for the following types of 19 fee-producing infrastructure projects:
- 20 (a) Irrigation.

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- 21 (b) Drainage and sanitary sewer systems.
- 22 (c) Energy or power production.
- 23 (d) Water supply, treatment, and distribution.
- 24 (e) Flood control.
- 25 (f) Inland waterways.
- (g) Harbors. 26
- 27 (h) Municipal improvements.
- 28 (i) Commuter and light rail.
- 29 (i) Highways or bridges.
- 30 (k) Tunnels.
- 31 (l) Airports and runways.
- 32 (m) Purification of water.
- 33 (n) Sewage treatment, disposal, and water recycling.
- 34 (o) Refuse disposal.
- 35 (p) Structures or buildings, except structures or buildings that
- are to be utilized primarily for sporting or entertainment events.
- 37 SEC. 6. Section 5956.5 of the Government Code is amended 38 to read:
- 39 5956.5. Notwithstanding Chapter 10 (commencing with Section
- 40 4525) of Division 5, or Part 2 (commencing with Section 10100)

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1 or Part 3 (commencing with Section 20100) of Division 2 of the 2 Public Contract Code, the governmental agency soliciting proposals 3 and entering into agreements with private entities for the studying, 4 planning, design, developing, financing, construction, maintenance, 5 rebuilding, improvement, repair, or operation, or any combination 6 thereof, by private entities for fee-producing infrastructure projects 7 shall ensure that the contractor is selected pursuant to a competitive 8 negotiation process. Projects may be proposed by the private entity and selected by the governmental agency at the discretion of the 10 governmental agency. Projects may be proposed and selected 11 individually or as part of a related or larger project. The competitive 12 negotiation process shall utilize, as the primary selection criteria, 13 the demonstrated competence and qualifications for the studying, 14 planning, design, developing, financing, construction, maintenance, 15 rebuilding, improvement, repair, or operation, or any combination 16 thereof, of the facility, as a primary selection criterion, the 17 demonstrated competence and qualifications of the private entity 18 to perform the services required under the agreement, including 19 prior experience in performing similar services. The selection 20 criteria shall also ensure that the facility be operated at fair and 21 reasonable prices to the user of the infrastructure facility services. 22 The competitive negotiation process shall not require competitive 23 bidding. The competitive negotiation process shall specifically 24 prohibit practices that may result in unlawful activity including, 25 but not limited to, rebates, kickbacks, or other unlawful 26 consideration, and shall specifically prohibit governmental agency 27 employees from participating in the selection process when those 28 employees have a relationship with a person or business entity 29 seeking a contract under this section that would subject those 30 employees to the prohibition of Section 87100. Other than these 31 criteria and applicable provisions related to providing security for 32 the any required construction and completion of the facility, the 33 governmental agency soliciting proposals is not subject to any 34 other provisions of the Public Contract Code-or, this code, or any 35 other statutory provision that relates to public procurements. 36

SEC. 7. Section 5956.6 of the Government Code is amended to read:

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39 40 5956.6. (a) For purposes of facilitating projects, the agreements specified in Section 5956.4 may include provisions for the lease, *license*, *or other permissive use* of rights-of-way in, and airspace

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1 over, property owned by a governmental agency, for the granting 2 of necessary easements, and for the issuance of permits or other 3 authorizations to enable the private entity to construct, maintain, 4 rebuild, improve, or repair infrastructure facilities supplemental 5 to existing government-owned facilities. Infrastructure constructed 6 by a private entity pursuant to this chapter shall, at all times, be 7 owned by a governmental agency, unless the governmental agency, 8 in its discretion, elects to provide for ownership of the facility by 9 the private entity during the term of the agreement. All public 10 works constructed pursuant to this section shall comply with 11 Chapter 1 (commencing with Section 1720) of Part 7 of Division 12 2 of the Labor Code. The agreement-shall may provide for the 13 lease or license of those facilities to, or ownership their other 14 permissive use by, the private entity for up to 35 50 years. In 15 consideration therefor, the agreement shall provide for complete reversion of the privately constructed facility to the governmental 16 17 agency at the expiration of the lease, license, or other permissive 18 use at no charge to the governmental agency. Subsequent to the 19 expiration of the lease or ownership period, period of the lease, 20 license, or other permissive use, the governmental agency may 21 continue to charge fees for use of the infrastructure facility. If, 22 after the expiration of the lease or ownership period, period of the 23 lease, license, or other permissive use, the governmental agency 24 continues to lease airspace rights to the private entity, it shall do 25 so at fair market value. 26

- (b) The agreement between the governmental agency and the private entity shall include, but need not be limited to, provisions to ensure the following:
- (1) Compliance with the California Environmental Quality Act (Division 13 (commencing with Section 21000) of the Public Resources Code). Neither the act of selecting a proposed project or a private entity, nor the execution of an agreement with a private entity, shall require prior compliance with the act. However, appropriate compliance with the act shall thereafter occur before project development commences.
- (2) Security for the construction of the facility to ensure its completion, and contractual provisions that are necessary to protect the revenue streams of the project performance of the agreement and contractual provisions that are necessary to protect the funding and financial terms of the agreement.

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(3) Adequate financial resources of the private entity to design, build, and operate the facility, after the date of perform the agreement.

- (4) Authority for the governmental agency to impose user fees, in whole or in part, for use of the facility in an amount sufficient to protect the revenue streams necessary for projects or facilities undertaken pursuant to this chapter. User fee revenues, used in whole or in part, may be paid to the governmental agency or the private entity and shall be dedicated exclusively to payment of the private entity's and the governmental agency's direct and indirect capital outlay costs for the project, direct and indirect costs associated with financing of the facility, including interest, principal, repayment, issuance, and refinancing costs, direct and indirect costs associated with operations, direct and indirect user fee collection costs, direct and indirect costs of administration of the facility, reimbursement for the direct and indirect costs of maintenance, and a negotiated reasonable return on investment to the private entity other project-related costs, and a reasonable return to the private entity as set forth specifically in the agreement, or included as part of the costs and fees, as negotiated or determined during the procurement process.
- (5) As a precondition to the imposition or increase of a user fee, the governmental agency shall conduct at least—one two public hearing hearings at which public testimony will be received regarding a proposed user fee revenue or increase in user fee revenues. The public hearing hearings shall precede the action by the governmental agency to actually impose a user fee or to increase an existing user fee. The governmental agency shall consider the public testimony prior to imposing a new or increased user fee. The governmental agency shall provide the following notices and utilize the following procedures:
- (A) Notice of the date, time, and place of the meeting, including a general explanation of the matter to be considered, shall be mailed at least 14 days prior to the meeting to any interested party who files a written request with the governmental agency for mailed notice of the meeting on new or increased fees or service charges. Any written request for mailed notices shall be valid for one year from the date on which it is filed unless a renewal request is filed prior to the expiration of the one-year period for which the written request was filed. The legislative body may establish a reasonable

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annual charge for sending notices based on the estimated cost of providing the service. 3

- (B) At least 10 days prior to the meeting, the governmental agency shall make available to the public data that supports the amount of the fee or the increase in the fee.
- (C) (i) At least 10 days prior to the meeting, the governmental agency shall publish a notice in a newspaper of general circulation in that agency's jurisdiction stating the date, time, and place of the meeting, including a general explanation of the matter to be considered.
- (ii) Any costs incurred by the governmental agency in conducting the meeting or meetings required by this section may be recovered from fees charged for the services that are the subject of the fee.
- (iii) For transportation projects infrastructure projects specifically authorized by this chapter, at least 10 days prior to the meeting, the governmental agency shall publish for four consecutive times, a notice in the newspaper of general circulation in the affected area stating in no smaller that 10-point type a notice specifying the subject of the hearing, the date, time, and place of the meeting, and in at least 8-point type a general explanation of the matter to be considered.
- (D) No-local governmental agency shall levy a new fee or service charge or increase an existing fee or service charge to an amount that exceeds the estimated amount required to provide the service for which the fee or service charge is levied and cost for which the user fee revenues are dedicated, including a reasonable rate of return on investment, pursuant to paragraph (4). Any action by a local governmental agency to levy a new fee or service charge or to approve an increase in an existing fee or service charge pursuant to this chapter shall be taken only by ordinance or resolution. The legislative body of a local governmental agency shall not delegate the authority to adopt a new fee or service charge, or to increase a fee or service charge.
- (6) Require that if the legislative body of the governmental agency determines that fees or service charges create revenues in excess of the actual cost for which the user fee revenues are dedicated and, including a reasonable rate of return on investment, pursuant to paragraph (4), those revenues shall either be applied to any indebtedness incurred by the private entity or the

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governmental agency with respect to the project, be paid into a reserve account in order to offset future operation costs, be paid into the appropriate government account, be used to reduce the user fee or service charge creating the excess, or a combination of these sources.

- (7) Require—If the private entity operates the facility, require the private entity to maintain the facility in good operating condition at all times, including the time the facility reverts to the governmental agency.
- (8) Preparation by the private entity of an annual audited report accounting for the income received and expenses to operate the facility. The private entity shall make that report available to any member of the public for a cost not to exceed the cost of reproduction of the report.
- (9) Provision for a buyout of the private-entity entity's capital investment by the governmental entity in the event of termination or default before the end of the lease term.
- (10) Provision for appropriate indemnity promises between the governmental agency and the private entity.
- (11) Provision requiring the private entity to maintain insurance with those coverages and in those amounts that the governmental agency deems appropriate.
- (12) In the event of a dispute between the governmental agency and the private entity, both parties shall be entitled to all available legal or equitable remedies.
- SEC. 8. Section 5956.7 of the Government Code is amended to read:
- 5956.7. (a) The governmental agency may exercise any power possessed by it with respect to the development and construction of infrastructure projects pursuant to this chapter. Agreements for the maintenance and police operation of services entered into pursuant to this chapter shall provide for full reimbursement for services rendered by the governmental agency in accordance with the terms and conditions specified in the agreement. The governmental agency may provide services for which it is reimbursed with respect to preliminary planning, environmental certification, and preliminary design of the infrastructure projects. The governmental agency may consult with legal, financial, and other consultants in the negotiation and development of the agreement. To the extent existing public utility infrastructure is

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necessarily required to be modified, relocated, or removed in order for an infrastructure project authorized by this chapter to be constructed, the cost of modification, relocation, or removal of the existing infrastructure shall be borne by the private entity and included as a recoverable capital cost of the project. This cost shall not be construed to include costs of increasing the capacity, or upgrading, or improving the existing public utility infrastructure.

- (b) The private entity's responsibility to modify, relocate, or remove existing public utility infrastructure shall not alter any agreements that may be in place between the governmental agency and any public utility regarding projects funded by the governmental agency.
- (c) In the event of a dispute regarding the reimbursement required, a private entity may request an audit of the public utility's costs by a mutually acceptable certified public accountant. The result of the audit shall determine the actual costs. If the audit indicates that the public utility's actual costs were less than 95 percent of the cost claimed, the cost of the audit shall be borne by the public utility. If the audit indicates that the public utility's actual costs were 95 percent or more of the cost claimed, the cost of the audit shall be borne by the private entity.
- SEC. 9. Section 5956.8 of the Government Code is amended to read:
- 5956.8. The plans and specifications for each project constructed pursuant to this chapter shall comply with all applicable governmental design standards for that particular infrastructure project. The private entity designing, constructing, operating, and maintaining infrastructure facilities pursuant to this chapter performing the agreement shall utilize private sector design and construction firms to design and construct the infrastructure facilities. However, a facility subject to this chapter and leased, licensed, or permitted to a private entity shall, during the term of the lease, license, or permit, be deemed to be public property for purposes of identification, maintenance, enforcement of laws and for purposes of Division 3.6 (commencing with Section 810). All public works constructed construction, alteration, demolition, installation, and repair work pursuant to this chapter shall comply with Chapter 1 (commencing with Section 1720) of Part 7 of Division 2 of the Labor Code.

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SEC. 10. Section 5956.9 of the Government Code is amended to read:

5956.9. In order to use the authority conferred by this chapter to the maximum extent, a governmental agency may use private infrastructure financing pursuant to this chapter as the exclusive *funding or* revenue source or as a supplemental *funding or* revenue source with federal or local funds. The governmental agency involved may be a local governmental agency or a combination of local governmental agencies. The governmental agency may work cooperatively with the California Infrastructure and Economic Development Board with regard to the design, construction, operation, and financing of privately financed facilities, but the projects will not be subject to the review or approval of that board.

SEC. 11. Section 5956.10 of the Government Code is amended to read:

5956.10. Notwithstanding any provision of this chapter, neither the state or any state agency may directly or indirectly use the authority in this chapter, nor may any governmental agency as defined in Section 5956.3, use the authority in this chapter, to design, construct, finance, or operate a state project. For purposes of this section, a state project includes any of the following:

- (a) Toll roads on state highways.
- (b) State water projects.

- (c) State park and recreation projects.
 - (d) State financed projects.

These limitations shall not prohibit the state, any state agency, or any governmental agency as defined in Section 5956.3, from utilizing authorizations contained in other provisions of law. This section shall not be construed to prohibit a governmental agency from using this chapter to accomplish projects that are not expressly prohibited in this section.

- SEC. 12. Section 5956.11 is added to the Government Code, to read:
- 5956.11. (a) For the purposes of this section, the following terms have the following meanings, unless the context clearly requires otherwise:
- (1) "Adjusted private party bid" means the estimated bid by a private entity for an infrastructure project adjusted for risks retained by the public sector under alternative financing and procurement and for ancillary costs.

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(2) "Alternative financing and procurement (AFP)" means a range of infrastructure project delivery methods that use private expertise and financing to build, repair, or rebuild infrastructure, on time and on budget, while ensuring appropriate public control and ownership.

- (3) "Estimated private sector bid" means an estimate of the expected bid by a private entity, including financing costs, for a particular project using alternative financing and procurement delivery methods.
- (4) "Public-private partnership" means a contractual agreement between a public agency and a private sector entity that utilizes private sector capital to study, plan, design, construct, develop, finance, maintain, rebuild, improve, repair, or operate, or any combination thereof, infrastructure facilities, if the facilities remain a public good.
- (5) "Public sector comparator" means the estimated total costs, including adjustments for risks retained and ancillary costs, to the public sector of delivering an infrastructure project using traditional procurement processes.
- (6) "Value for money" means the difference between the public sector comparator and the estimated private sector bid. A positive value for money occurs for a project using alternative financing and procurement when the adjusted private sector bid is less than the public sector comparator.
- (b) The ____ shall advise and educate local agencies and other interested stakeholders about the role that public-private partnerships can play in planning, studying, designing, financing, constructing, operating, maintaining, or managing local infrastructure projects.
- (c) Assistance provided by the ____ pursuant to subdivision (b) shall include, but is not limited to, all of the following:
- (1) Developing information that would help a local governmental agency determine whether a local infrastructure project would benefit from a public-private partnership that provides an alternative financing and procurement approach. This information may include, but is not limited to, all of the following:
- (A) A description of the kinds of private party participation that could be subject to an agreement, including, but not limited to, study, planning, finance, design, construction, operations, maintenance, or management.

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(B) A public sector comparator to be used in conjunction with an estimated private sector bid to help the local agency determine whether an alternative financing and procurement approach would result in a positive value for money, or whether the agency would receive greater value by pursuing a traditional public sector procurement approach.

- (C) Guidelines to assist local agencies in following processes that incorporate the following principles in all alternative financing and procurement agreements:
 - (i) The public interest is paramount.

- (ii) Value for money must be demonstrable.
- (iii) Appropriate public control and ownership must be preserved.
 - (iv) Accountability must be maintained.
- (v) All processes must be transparent while protecting the confidentiality of trade secrets.
- (D) Information regarding the state's goal of reducing greenhouse gases by 25 percent by the year 2020, and the role, if any, that well-designed and innovative infrastructure can play in helping to achieve that goal.
- (E) Case studies of the use of public-private partnerships in completed public infrastructure projects, including case studies of projects in which public sector employees retained their jobs or otherwise benefited from the project.
- (2) Providing the information described in paragraph (1) to local agencies and other interested stakeholders through educational seminars, factsheets, and other materials.
- (3) Serving as a clearinghouse of information regarding the use of public-private partnerships in infrastructure projects in this state and elsewhere. Specific clearinghouse functions may include, but are not limited to, the following:
- (A) Establishing an Internet Web site to post information regarding local agency public-private partnership projects.
- (B) Establishing a service to link local agencies with technical and legal resources to assist in developing and evaluating requests for proposals for public-private partnership projects and to assist in structuring agreements to protect a local agency's interests in a public-private partnership.
- 39 SEC. 13. Section 5956.12 is added to the Government Code, 40 to read:

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5956.12. The governmental agency may determine the validity of any permits, authorizations or approvals, contracts and agreements, user fees, and other actions taken pursuant to this chapter, by initiating a validating proceeding, as provided in Chapter 9 (commencing with Section 860) of Title 10 of Part 2 of the Code of Civil Procedure. The validating action may also be initiated by interested persons as provided in Chapter 9 (commencing with Section 860) of Title 10 of Part 2 of the Code of Civil Procedure.

SEC. 14. Section 5956.13 is added to the Government Code, to read:

5956.13. If a local governmental agency elects to proceed under this chapter, the local governmental agency shall establish and enforce for the project a labor compliance program containing the requirements outlined in Section 1771.5 of the Labor Code, or it shall contract with a third party to operate a labor compliance program containing the requirements outlined in Section 1771.5 of the Labor Code. This requirement shall not apply to any project where the governmental agency or private entity has entered into any collective bargaining agreement or agreements that bind all of the contractors performing work on the project.